DOCUMENT RESUME

ED 256 413 JC 850 189

AUTHOR Jensen, Arthur M.
TITLE Multicampus Community Colleges: Twenty Years Later.
INSTITUTION San Bernardino Community Coll. District, Calif.
PUB DATE 84
NOTE 43p.
PUB TYPE Reports - Research/Technical (143)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Administrative Organization; *College Administration; *Community Colleges; Educational Trends; *Multicampus Districts; National Surveys; Two Year Colleges

ABSTRACT

A study of the administration of multicampus community college districts was conducted to determine the type of organization being used; to identify major administrative policies and practices in the areas of curriculum and instruction, student personnel services, student personnel, plant and facilities, finance (business affairs), and community services in which multicampus and multicollege districts differ; to examine and identify channels of communication; to examine methods of involving faculty in decision making; and to identify any new trends in multicampus district management. The study involved making case studies of 14 multicampus districts in five states. Selected findings, based on interviews with key administrators at each district, included the following: (1) in all districts, the policies and procedures for the formation of curriculum objectives were set by the central office; (2) services rendered by student personnel offices included admissions, counseling and guidance, records, registration, student activities and athletics, with decisions regarding student services considered a campus responsibility; (3) all chief executive officers at the district and campus levels felt that staff personnel policies and procedures must be districtwide; (4) there was unanimous agreement that finances and business affairs should be handled by the central office; and (5) the majority of multicollege districts had separate accreditation for each college, while the multicampus districts operating as a single legal institution with campuses were accredited as a single institution. The study report includes comparisons with findings from a 1963-64 study of multicampus college administration, along with a summary of the findings and recommendations of the previous research. (AYC)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED256413

MULTICAMPUS COMMUNITY COLLEGES

Twenty Years Later

1984

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

A. M. Jensen

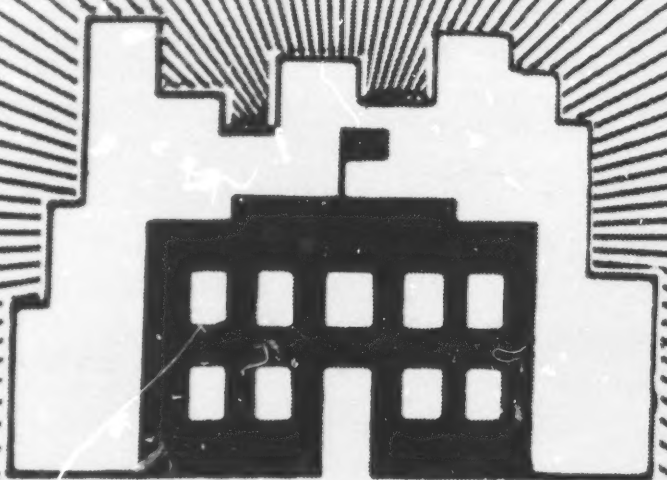
TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☐ This document has been reproduced as received from the person or organization originating it.

☒ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.



JC 850 189

ARTHUR M. JENSEN
PRESIDENT
San Bernardino Valley College

TABLE OF CONTENTS

	Page
Preface	v
Chapter I. Introduction	1
Chapter II. Summary of 1963-64 Multicampus Study	3
Chapter III. The Campus Visits	7
Chapter IV. Administrative Policies and Practices	15
Chapter V. Summary, Conclusions and Recommendations	28

PREFACE

This report is the result of a Special Management Leave granted to the writer by the Board of Trustees of the San Bernardino Community College District, San Bernardino, California.

The District's Special Management Leave allows two months leave, in addition to the normal one-month vacation. This leave was granted to the writer so that he could repeat his study of multicampus community college districts. The leave was taken in four segments, extending over a fourteen-month period.

The writer wishes to express his deep appreciation to the San Bernardino Community College District Board of Trustees and to Chancellor Richard A. Jones for making this study possible. The privilege of visiting forty campuses in five states was a most meaningful and informative experience.

MULTICAMPUSES - TWENTY YEARS LATER

Chapter I

INTRODUCTION

The past twenty years have seen an explosion in the growth of community colleges throughout the United States, from 694 to over 1200 colleges. The American community colleges have brought higher education and occupational education within the geographical and financial reach of millions of citizens. In 1963 the junior/community colleges served 927,543 students and in 1983 enrollment reached 4,964,379 (AACJC 1983 Community, Technical and Junior College Directory).

With this tremendous growth has come the emergence of the multicampus community colleges. Community college expansion has provided an essential base to the movement to provide an increased quality and quantity of higher education.

In 1963-64 the writer was privileged to conduct the first research study on the administration of Junior College Districts operating two or more campuses. At that time there was no theory or organizational history to help these districts move from a single campus to multicampus institutions. Research was unable to find anything to make the new direction understandable and acceptable to those deeply rooted in the historical setting of a single centralized institutional situation. This lack of information provided the incentive for the writer to gather data and information concerning the administration and organization of districts operating two or more campuses.

Now twenty years later many districts are still trying to come to grips with the problems of running a complex multicampus community college system under one administration and one governing board. As a community college district goes multicampus, the role of the central office becomes crucial, as does the question of how much autonomy each campus should have and/or can legally have.

The writer's study of 1963, the study of Milton O. Jones in 1965, and the Kintzer, Jensen and Hansen Study of 1969 found many factors that were propelling individual campuses toward greater autonomy - toward more self-government. However, Marin Community College District in California has switched from a multicollege district with a chancellor and two presidents to a multicampus district with one president, one catalog, and one schedule of classes. We were interested in finding out if other districts had made or were considering making such changes.

The primary purpose of this study is to see if the "Conclusions and Recommendations" of the study compiled twenty years ago were still valid today. In addition, three new areas of research have been added, as follows:

- To examine and identify the channels of communication at a multicampus district.
- To examine the effective methods of involving faculty members in the operation of the campus/college and/or multicampus district.
- To identify any new trends in managing a multicampus district.

In Chapter II a brief summary of the first study and its findings will be given.

MULTICAMPUSES - TWENTY YEARS LATER

Chapter II

Summary of 1963-64 Study

In the late fifties and early sixties, social, economic and cultural developments had led to an increased demand for further higher educational opportunities for greater numbers of Americans. These demands were the greatest in the nation's large urban centers. As the pressures of these demands increased, junior colleges were encouraged to assume heavier responsibilities than ever before to bring at least two years of college experience within the economic and geographic reach of growing numbers of students.

The objective was accomplished mainly by opening additional campuses and/or colleges within large urban communities. The newest and most significant effort made by the junior and community colleges to fulfill their obligation in this respect was the establishment of additional campuses by existing junior college districts.

The 1963-64 Study was designed to examine the role of both the central office and the individual campuses of the multicampus district. It particularly sought information about the nature and direction of administration of such districts as seen through the eyes of the administrators in these districts. More specifically, the study had three major purposes: 1) to determine the reasons for multicampus junior college districts; 2) to determine the type of organization used in multicampus junior college districts; and 3) to identify major administrative policies and practices - including those in central offices and individual campus organizations, and dealing with the areas of curriculum and instruction, student personnel services, staff personnel, plant and facilities, finance, and community services and how multicampus districts differed from each other.

Case studies were made of ten multicampus districts in six different states. While making these case studies, staff members, members of of boards of trustees, and local citizens were interviewed; official documents and reports were surveyed, and the history of each district was examined.

Twenty years ago the multicampus districts fell into three distinct groups: Group I - <u>multicollege</u> districts operating each campus as an individual comprehensive college; Group II - <u>multibranch</u> districts operating as one legal institution with comprehensive branches or campuses; Group III - <u>multiprogram</u> districts operating as one legal institution.

The principal reasons for establishing multicampus operations were: a) to compensate for the geographic size of the district which prohibited one campus from servicing the district adequately; b) to equalize the educational opportunities through making the college accessible to district residents; c) to meet the differing educational needs of the various communities located within the district; d) to accommodate students after the only campus had reached its maximum capacity; e) to keep each campus to a reasonable and functional size.

The major findings of the 1963-64 Study were:

1. There was a definite trend toward the multi-college plan in the districts included in the study.
2. Administrators, faculty members, and students on individual campuses favored this trend because of the resulting increased "local autonomy."
3. No district had fixed internal geographical boundaries for any of its component colleges or campuses.
4. Three multibranch and two multiprogram districts had central office positions in instruction and/or business which were higher on the personnel scale than the chief campus administrator. Thus, the latter reported to these people rather than directly to the chief executive officer of the district.
5. In all three groups the policies and procedures for the formation of curriculum objectives were set by the district.
6. No district had a staff member in charge of student personnel services at the central office. There was, at that time, agreement among all respondents that this was and should remain an individual campus responsiblity.
7. All districts had a central personnel office which - in most cases - imposed some control and restrictions upon the individual campus employment process.
8. Planning for a new campus was done by all districts, yet, according to the majority of opinions, such planning was either not comprehensive enough or failed to anticipate future needs of the campus.
9. There was unanimous agreement that business affairs should be handled on district level.
10. Community services was an individual campus function at all districts but one, a multi-program district.

Recommendations of the 1963-64 Study

In view of the findings of the study completed in 1964, the following recommendations appeared to be justified:

1) That each campus be allowed as great a degree of autonomy as the district could provide; this was the major recommendation of the study.

The Organization of Group I multicollege districts allows for more efficient administration resulting in better satisfied faculty and students. More direct and more easily apparent communication channels were observed. The organizational charts of multicollege districts showed clearer lines of authority and more easily understood than those in the charts of districts in the other two groups. Administrative policies and procedures place the "decision making process" closer to the people who are charted with implementing it and who have the most current and valid information avialable.

2) That all multicampus junior college districts be independent districts with their own governing board.

A majority of the administrators and faculty members interviewed were strongly convinced that junior colleges should be autonomous - that is to say- separate and independent from districts operating high schools and elementary schools.

3) That the central office be located completely apart from any of the campuses and, if possible, that it be centrally located within the district.

None of the administrators on whose campus the central office was located really liked it, and administrators on other campuses claimed that the campus on which the central office was located was accorded a favored position. Even district personnel did not appreciate having the central office on one of the campuses.

4) That no one at the central office, other than the chief administrator for the district be at a level higher than the chief campus administrator.

In districts where central office administrators other than the chief administrator outranked the chief campus administrator there was unrest and dissatisfaction, not only among the chief campus administrators but also among other campus administrators and faculty.

BEST COPY AVAILABLE

5) That at least three administrative positions besides that of chief administrator (Director of Business, Director of Instruction, and Director of Technical and Vocational Education) be established at the central office, the level of such positions on the personnel scale to be the same as, or lower than, that of the chief administrator.

In 1963-64, the writer found two contrasting philosophies of administrative control.

- One legal institution operating with a strong central office and each campus being a branch or division of a single college. We identify two types of institutions practicing this philosophy: a) the multicampus or multibranch with each campus or branch offering comprehensive educational programs, and b) the multiprogram type with each campus or branch offering different curriculums, i.e., technical at one and liberal arts at another.

- A multicollege organization giving maximum autonomy to each individual institution within the district.

Jensen, Arthur M. An Investigation of the Administration of Junior College Districts with Multicampuses. (Unpublished doctoral dissertation) Los Angeles, University of California, 1965

Chapter III

The Campus Visits

Several months were spent reviewing the literature on multi-campuses and researching the number and size of multicampus community college districts in the United States. For the purposes of this study we eliminated the State University Community College systems, such as, Alaska, Hawaii, Kentucky, Maine, Pennsylvania and Wisconsin - and also the statewide system of Community Colleges such as those in Connecticut, Massachusetts, Minnesota, Rhode Island and Virginia.

In 1983-84 there appeared to be one hundred (100) districts operating two or more campuses. The number of multicampus districts had increased from ten to one hundred within a twenty-year period, a tenfold increase. Twenty years ago there were thirty-four (34) campuses within the ten multicampus districts and today there are three hundred sixty-one (361) campuses within one hundred multicampus districts.

Since the growth in multicampus districts had occurred mainly in districts consisting of two to four campuses, it was decided to restrict the study to multicampus districts operating four or less campuses. This eliminated four of the original ten districts of the 1963-64 Study: Chicago, Los Angeles, Phoenix and Oakland - all operating their campuses as separate colleges with a president at each college. Two additional districts from the original study were not included: Del Mar College in Corpus Christi, Texas and Long Beach City College in Long Beach, California - since their second campuses were and are more like branches of a single institution in that they do not offer comprehensive programs at each campus.

The restriction of time (a two-month leave plus a month of vacation), distance and cost (the writer financed the entire study) made it necessary to reduce the number of districts visited. The writer therefore had to select which districts would be visited. The three months of campus visits were spaced over a fifteen-month period so as to create as little disruption as possible in the duties and responsibilities as President of San Bernardino Valley College. Also during this period the California Community Colleges were operating under the most stringent financial crises in their history.

The majority of districts visited were operating as a single college with campuses.

BEST COPY AVAILABLE

Oringinally, the plan was to visit eighteen to twenty districts, but that proved to be too many to visit within the time restraints. Fourteen districts located in five different states were visited, they were:

District	Central Office	Number of Campuses/ Colleges	Chief Executive Officer
CALIFORNIA			
South County CCD	Chabot College	2 Campuses	Wm. J. Moore Supt./Pres.
Marin CCD	Marin College	2 Campuses	Irwin Diamond Supt./Pres.
Saddleback CCD	Mission Viejo	2 Colleges	Larry Stevens Chancellor
San Bernardino CCD	San Bernardino	2 Colleges	Richard A. Jones Chancellor
West Valley CCD	West Valley/Saratoga	2 Colleges	Frank Pearce Supt./Pres.
COLORADO			
Community College of Denver	Denver	4 Campuses	G. O. Smith President
FLORIDA			
Brevard CCD	Cocoa	3 Campuses	Maxwell King President
Broward CCD	Ft. Lauderdale	3 Campuses	A. H. Adams President
Miami-Dade CCD	Miami	4 Campuses	Robert McCabe President
St. Petersburg CCD	St. Petersburg	3 Campuses	C. M. Kuttler President
Valencia CCD	Orlando	3 Campuses	J.F.Gollattscheck President
OREGON			
Portland CCD	Portland	4 Campuses	J. H. Anthony President
TEXAS			
Alamo CCD	San Antonio	2 Colleges	B.N. McClenney Chancellor
San Jacinto CCD	Pasadena	3 Colleges	T. M. Spencer Chancellor

The findings of this study are largely based on interviews and observations made during the visits to the multicampus districts selected.

The interview guidesheets used were identical to those used in the 1963-64 Study. In addition, the writer reviewed when time allowed:

1. Official histories, board minutes, and college catalogs
2. College applications for accreditation
3. Local studies and reports.

Positions interviewed were:

District Central Office

The chief executive officer of the district plus his chief assistants for instruction, fiscal affairs, student personnel, and if time permitted, director of personnel, director of research, and community services.

Campuses and/or Colleges

The chief campus administrator, and the chief assistants for instruction and curriculum, student affairs, and campus business and/or plant and facilities.

The Interviews

The guidesheet questions were asked by the investigator during private interviews except in three cases where two people were present. The administrators were assured that no person connected with their college would be allowed to know their responses to the questions. Hence it is believed that for the most part unbiased answers were received. Administrators were asked to comment freely on what they believed was the best and the worst of their administrative organization. Although the majority preferred to talk only about the good points, a few did voluntarily mention areas that could be improved. Eight of the districts were found to be organized as one college, with one accreditation and operating two to four campuses. One was in the process of moving from a multicampus district to a multicollege district, another had moved a step closer to becoming a multicollege district by raising their campus chief administrator's title from "dean" to "president."

Yet, here in California, three districts were trying to turn the clock back from a multicollege district to a multicampus district. One had changed from a chancellor and two presidents, to one president for both campuses. One college district had reduced the title of one of their campus chief administrators from president to executive dean. Yet another, while considering going to a multicampus district from a multicollege district, had a president at the smaller campus and the chief executive officer of the district was also president of the main campus.

Philosophy of the Community College District

The philosophy of the district toward its community college organization was a very important factor governing the administration's policies and practices in the district and/or its campuses. The writer found two different philosophies used in the districts visited. They were:

1. Operating one legal institution with a strong central office and each campus or branch being a campus (branch) of a single college. Each district was accredited as a single college.

2. Operating a multicollege with maximum autonomy for each individual college with each of the colleges having its own accreditation.

Phase of the District's Developmental Cycle

The investigator observed that more of the differences between districts were caused by the stage of their development than by which philosophical group they were in. The older the district was, the more independence and freedom each of the campuses had, regardless of the district's stated philosophy or type of control.

Milton O. Jones, Ph.D., in his 1968 Study of the development of MULTIUNIT Junior Colleges, also found a correlation between the type of organization and the phase of its development. He suggested that there were four models for multi-unit community colleges.

A. the One College-Branch Centers Model

B. the One College, Multi-Campus Model

C. the Multi-Campus, District Model

D. the Multi-College, District Model.

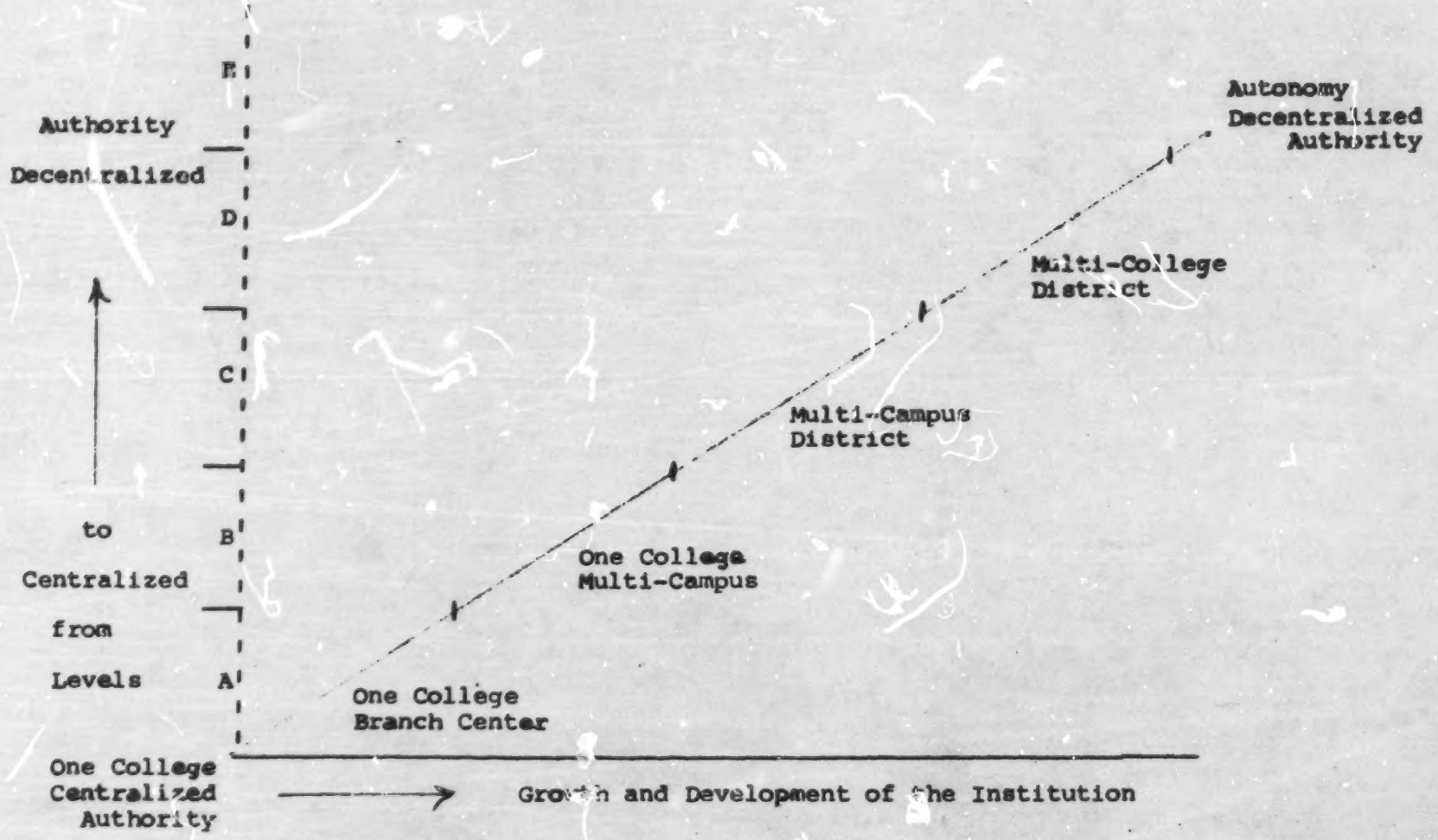
Dr. Milton Jones stated:

> "The history of multi-unit organizations show clearly this development sequence. Generally one institution develops off-campus centers to better fulfill its role as an educational institution, level A. As these centers grow, they begin to take on the functions of separate campuses, which is denoted on the paradigm as level B. As the single campus develops its own administrative organization and takes on many of the separate functions and services, it becomes a somewhat more autonomous organization. This leads to a demphasis of the one college aspect of the separate campuses and tends to view the campuses as more independent

members of a broadly defined district, level C. Certainly, as the multi-campus institutions within a district become stronger and more self-supporting, the natural step is toward multi-college districts, level D."

PARADIGM

Continuum of Multi-Unit Development in the Junior College



12

BEST COPY AVAILABLE

The writer found that this is what had happened in the Alamo Community College District, San Antonio, Texas, and the Pasadena Community College District outside of Houston, Texas. The Denver Community College District was also moving toward the separate colleges within a district.

In all five of the states visited, the state legislature sets the laws for the regulation and financing of the community colleges. However, the methods for regulating and financing the community colleges varied between the states visited.

California has a State Board of Governors for Community Colleges appointed by the Governor with broad powers for setting rules and regulations that the community colleges must follow. In addition each of the seventy community college districts have locally elected boards that meet as seldom as once a month and up to two times every week. These boards, for the most part, see themselves as having an active role in the administration of the colleges as well as setting local district policies.

Colorado Community College Districts work with both a board of higher education and local boards. In Colorado, as in all of the states, the legislators and particularly the Governor play a very important role in the community college districts.

Florida, in the writer's opinion, seems to have the most complex system, yet one that gives a great deal of autonomy and power to the presidents of the college districts. None of the Florida Community College Districts has multicolleges; they are all multicampuses. Some districts use the term college-wide and some district-wide.

Since Florida is so unique, we believe it is advantageous to go into some detail. The state legislature enacts the statutes. The state board of education enacts the regulations. The state junior college board is an advisory body. The State Superintendent of Public Instruction: Division of Community and Junior Colleges is responsible for the Administration of State Laws and Regulations. The County Superintendent of Schools and County Board of Public Instruction is the legal agency for junior and community colleges and approves the policies for them.

In Florida each community college district has a local advisory board consisting of five prominent citizens appointed by the State Board of Education. The president of the community college district serves as the secretary to this advisory committee. All policies concerning the district must first be approved by the Advisory Committee and recommended by them to the County Board of Education. Budgets, salaries and all other similar matters must be recommended by the Advisory Committee. The advisory committee meets six to eight times a year. The president of the district works with the State Board and elected officials. They visit the state capital regularly.

BEST COPY AVAILABLE

Florida does not allow districts to have more than one president, therefore all of their multicampus districts operate as one college with campuses. Under a president as the chief officer of the district in Florida, the majority of the administrators prefer to use the phrase "college-wide" rather than "district-wide" when referring to their district. The president of a community college in Florida enjoys a larger degree of independence and control than in other districts visited. The title president is mentioned often in state laws and regulations as the chief officer of the district and with vast authority.

In California, community colleges really have three governing boards. First, there is the legislature, which of late continually passes laws that extend into the areas assigned to other boards. Secondly, there is the State Board of Governors, appointed by the Governor, which has the right to mandate rules and regulations that locally-elected boards must follow. Thirdly, there is the locally elected boards for each district which meet from once a month to two or three times a week. With the legislators and State Board of Governors setting the policies and regulations, the local boards have tended, of late, to get actively involved in the administration of the districts as well. Many elected board members have used the local community college board as a stepping stone to higher elective offices.

The writer believes that Florida multicampus districts have the best of both worlds, at least those visited. Each multicollege district has one president and operates as one legal institution, with one accreditation, one catalog, one class schedule, yet the great majority of their campuses are comprehensive. The chief campus administrators are obtaining more autonomy in the operation of their campus with the opportunity to be innovative and try new ideas. The term "college-wide" seems to be very well accepted by faculty as well as citizens within the district.

The degree of autonomy depends on what phase of their development they are in. Miami-Dade, the largest and one of the oldest multicollege districts (St. Petersburg was the first m/c district in Florida), has given a great deal of autonomy to each of its main campuses. The chief administrator for each of the campuses has the title, Vice President.

Three Florida m/c districts had moved their central office away from the campuses. St. Petersburg's central office was exactly at the midpoint between its two main campuses.

Chapter IV

ADMINISTRATIVE POLICIES AND PRACTICES

The data presented in this chapter consisting of responses to the guidesheet questions and statements made during the interviews provide some insight into major administrative policies and practices including those in central office organization and in individual campus/college organization in the areas of instruction and curriculum, student personnel services, staff personnel, plant and facilities, finance and community services.

The investigator found that many of the chief executive officers for the district, for many reasons, expressed the thought that their particular administrative organizations were similar to other multicampus districts and they proved to be right. Whereas, in the original study twenty years ago, the majority of district chief administrators believed that their district organization was atypical and that, therefore, their responses had limited relevance for others.

This study validated the findings of twenty years ago in that two very important factors seemed to shape the district concept of organization, responsibility for functions (central office or campus) and their responses to the interviewer. These factors were: (1) the philosophy of the district toward its community college district organization (e.g., was it one college with multicampuses or a district operating two or more colleges?), (2) the stage or phase of development cycle in which the district was.

Seven of the ten districts visited twenty years ago are all operating as multicollege districts, with each campus being designated a college with its own president and as much autonomy as the district can legally give. They are:

City Colleges of Chicago	9 Colleges	Chicago, Ill.	D. Shabat
Contra Costa Community College District	3 Colleges	Contra Costa, CA	Harry R. Buttiner
Los Angeles Community College District	10 Colleges	Los Angeles, CA	Leslie Koltai
Maricopa Community College District	7 Colleges	Phoenix, AZ	Paul Elsner
Peralta Community CD	5 Colleges	Oakland, CA	Donald M. Godbold
St. Louis Community CD	3 Colleges	St. Louis, MO	Richard K. Greenfield
San Diego Community CD	3 Colleges	San Diego, CA	Garland P. Peed

Of those districts mentioned only two, Los Angeles and San Diego, were operating their campuses as colleges with the chief campus administrator having the title of president. Today the seven districts are operating forty colleges, each having its own president and the chief administrator of the district having the title of chancellor.

The study of fourteen districts included:

- °Five districts with a chancellor and operating individual colleges.
- °Two districts with multicampuses and the chief administrator of the district being president and superintendent of the district.
- °The remaining seven districts were operating as one single institution with campuses. The chief executive officer of the district held the title of president in all seven cases, however, the titles of the chief campus administrator varied: Dean, Executive Dean, Provost and Vice President.

Although some diversity in administrative practices was found, many areas of mutuality were also found. Evidently, because of the community college concept, the movement to become a college serving its own community prevailed in all districts. All of the districts supported the objectives and programs characteristic of community colleges such as a strong transfer program with a broad curriculum, counseling and guidance, liberal student admissions, remedial instruction, community services, and adult education to meet the needs of the community. In other words, they all supported a comprehensive community college program. Therefore, this study confirms the existence of both common and diverse practices and concepts among the multicampus and multicollege district administrators.

In the discussion to follow the Roman numerals used correspond to area numbers in the interview guidesheets. The major findings concerning administrative policies and procedures are presented by six tasks: instruction and curriculum, student personnel services, staff personnel, plant and facilities, finance, and community services.

I. Instruction and Curriculum

1. *To what extent are the policies and procedures for the formation of curriculum objectives determined by (district or campus)?*

In all districts, the policies and procedures for the formation

of curriculum objectives were set by the central office. The multicollege districts appeared to be allowing the greatest degree of freedom for the individual colleges. All of the districts had some form of curriculum coordination at the central office. The majority of the districts had an individual at the central office with coordination of instruction and curriculum as his/her responsiblity.

Administrators in all districts, when interviewed at both central office and individual campuses/colleges, stated that faculty participation was not only allowed, but very much encouraged in the area of instruction and curriculum. Several administrators observed that instruction was the heart of the college. All districts and campuses had curriculum committees which included both faculty and administrators from individual campuses and central office staff.

2. *Concerning the policy for the determining of curriculum content and organization, to what extent are these formulated by (district or campus)?*

There was a difference between the multicollege district and the multicampus district as to whom and where the course content and course outlines were formulated. In the single institution districts, the course outlines were the same college-wide, and the main file copy was kept at the central office. This was also true in some of the multicollege districts. Central office personnel responsible for curriculum and instruction indicated that this strong central control was necessary because the district was legally one institution with one accreditation and therefore had to insure that the material being covered was the same on all campuses within the district.

3. *If you are adding a new course or curriculum, what is the procedure you use?*

No consistent pattern of responsibility was discovered in examining ways in which courses were added to, or dropped from, the curriculum. Proposals were invited at all levels. It was thought to be desireable for the stimulus to add or delete courses to originate with the department and progress upward, thus insuring faculty participation and cooperation.

In all district central offices approval was necessary to institute a new course or curriculum. In one district the chief executive for the district approved, personally, each addition or deletion. He felt that this was necessary as these decisions affected the finances of the district. A new course or curriculum usually meant that the district would have to obligate funds for it.

4. *What procedures are you now using to allocate the materials, resources and equipment for the instructional program?*

All districts reported that allocation of funds and equipment were determined by the needs of the educational program weighed against available funds. Some districts used a formula based on the enrollment. In California it is ADA (average daily attendance) and other states FTE (full-time equivalent).

The investigator noted that on campuses where the teachers and administrators had a voice in the allocation of materials, resources, and equipment, they were satisfied with their system because they had a part in the decision making.

5. *How does your district or campus go about supervising the instructional program?*

In all the districts, whether they were multicollege or multicampus, the administrator for instruction on each campus played the largest part in evaluating and supervising instruction.

Department heads in Florida were allocated more release time than in other states for their administrative duties. California districts tended to pay a stipend rather than grant a large amount of release time.

6. *What is your district or campus policy toward providing in-service training?*

This proved to be a very big change from the 1963-64 Study. Twenty years ago multicampus community college districts showed a very limited concern for in-service training. Today every district has plans and a budget for in-service training. However, Florida was far ahead of all the other states in this area. Florida's state financing sets aside a mandated percentage of funds for staff development. All Florida districts had an individual at the central office, usually within the personnel department, responsible for in-service training for teachers. Many had expanded this to include other employees too.

7. *How does your district or campus select and approve textbooks?*

Of all districts visited, administrators at central office and at the individual campuses stated that the faculty played the key role in choosing textbooks. It was the consensus of those interviewed that all teachers on one campus should use the same textbook for a single course.

II. Student Personnel Services

NOTE: Twenty years ago not a single district had a staff person at the central office in charge of student personnel services, and the type of multicampus operation had no apparent bearing on this area. However, today, the great majority of districts had personnel at the central office either coordinating or in charge of the district student services; multicollege districts had individuals

who coordinated and multicampus districts had people in charge, usually at a level lower than the chief site administrator.

1. *What services are rendered by the student personnel office on your campus?*

The services rendered by student personnel offices included admissions, counseling and guidance, records, registration, student activities and athletics. Many districts have added CHILD CARE, which was unheard of twenty years ago. In the majority of cases CHILD CARE was under the Dean of Student Personnel Services. Another change was the addition of placement offices for finding employment for students. This, too, was under student personnel services.

2. *Is the maintaining and accounting for student attendance a district or campus function?*

All districts had a central computer system that maintained the accounting for and the records of students' progress. Naturally the teachers on the campuses had duties in providing the data for the computer system. California districts have the most complex system as the State allocates funds to the districts based on ADA (Average Daily Attendance). This consists of an average of the fourth and tenth week enrollment multiplied by a factor to compensate for students who don't finish the course.

As a rule, the campuses outside of the State of California did not have as complex a system of student accounting spread over ten weeks of each semester. In these districts attendance was taken once a semester usually during the second or third week. State payments to the college are based on these enrollments.

3. *To what extend does the district determine counseling services?*

The majority of chief campus admininstrators indicated they had complete freedom in this area. All district chief administrators felt that this was a campus decision. However, as in all areas, money and allocation of it did affect the number of counselors available.

Twenty years ago at least half the campuses used counselors who also taught part time. This study found that the majority of colleges and/or campuses are using full time, professionally trained counselors.

Counselors were available both day and evening, and in some districts, twelve months a year. One district in Florida closed some campuses for the summer.

4. *How does your district handle admissions, centrally or by individual campuses?*

It was in this area more than in instruction that the multicampus and the multicollege districts varied. The multicollege district usually allowed each individual campus to handle its own admissions and class enrollment. Whereas the multicampus districts had a district or college-wide admissions and enrollment procedure, the latter - in the opinion of the investigator - was superior.

The majority of the multicampus districts allowed students to enroll on any campus for any campus and to divide their enrollment among the various campuses within the district. Registration dates and times were the same throughout the district.

Miami-Dade had developed an outstanding admissions and enrollment procedure. Their enrollment was available almost year-round. Their computer system and programming, I believe, is the most advanced in the country. I would like to give two examples:

1) When a student requests a print out of what he has completed so far and what courses he will need to complete at Miami-Dade in order to transfer to (name of university) and major in (name of major), he then receives - within a few moments - a print out of the courses he has completed at Miami-Dade and the courses he will need to complete before he can transfer to the university of his choice. This print out also tells the clerk whether or not the student has completed everything for enrollment. If he has, he can then be enrolled for the next term, or he can think about it and return later. When he returns the following week, he - if he wishes - change either or both the university he wants to transfer to and the major.

2) Miami-Dade Community College gives to each of its students a progress report during the seventh week of instruction. All instructors must turn in a report on each student as to grade earned to-date, and reasons for not earning a satisfactory grade. When the student receives his print out, if it is unsatisfactory, it will suggest that he see either the teacher or counselor for guidance - or both.

5. *To what extent are the practices in the assessment and interpretation of student growth determined by the district or campus?*

In California the practices varied in this area more than in the other states regardless of whether the district was multicampus or multicollege. All districts allowed individual instructors to make up and do their own testing for their courses. In the area of admissions and/or placement in skills courses where tests were used, all campuses in the district used the same test.

6. *How does your district or campus provide for the orientation of the students?*

Many districts had orientation courses taught by counselors for the purpose of orienting new students to their college/campus. This was considered an individual campus matter by most administrators.

7. *What student activities do you have on your campus?*

All multicollege districts encouraged campus student activities. Only in California was there a full athletic program with competition between colleges in major sports. However, in California some of the districts (even those with multicolleges) had athletics at only one of the colleges. All the districts had student organizations and in California districts had a non-voting student on their boards of trustees. All districts had student newspapers. In the multicollege districts, a majority of the colleges had their own student newspaper; in the multi-campus districts it was one newspaper district-wide. (In Florida the districts used the term "college-wide" rather than district.)

8. *What does your campus provide in the way of occupational and educational guidance?*

Most of the campuses/colleges depend on counselors to do occupational counseling, as needed. However many of the technical and vocational instructors do guide their students in their discipline. All campuses had materials and tests available for student use to help them make decisions regarding educational and vocational goals.

9. *Does your campus administer and maintain a placement office and a follow-up service?*

As mentioned earlier all the districts had a student employment office, sometimes called career centers. The majority of these were staffed by non-certificated (non-teachers) and/or employees of the state department of employment. These offices also serve the campuses by placing students in jobs on campus that could be performed by students. Very few of the campuses had sufficient staff to maintain a follow-up service.

10. *To what extent does your campus determine the policies and practices for student discipline?*

Twenty years ago the individual campus had wide latitude in the handling of student discipline. The student violence and the disruptions of the late sixties - and changes in federal and state laws - have forced all districts to establish district-wide policies for discipline. Each individual campus

has the freedom to provide its own methods of handling discipline within the framework of the district's policies. In almost all instances the chief site administrator had designated the dean of student services as the administrator to handle student grievances and discipline.

III. Staff Personnel

1. *To what extend is the formulation of staff personnel policies and procedures determined by district or campus?*

All chief executive officers at the central office and on the campuses stated very emphatically that staff personnel policies and procedures must be district-wide. The district was the legal entity and the employer of all personnel.

2. *Who should recruit the teaching staff?*

Opinions differed widely in this area. The further one was from the central office the more they felt they should have greater freedom in this area. However, I found that the majority of central administrators - even those in charge of the central office personnel department - felt that the individual administrator should have the right to make the final selection from a central pool. Many administrators (on campus and at central office) subscribed to the following statement: "No administrator should be made to hire anyone he doesn't want." The majority of campus administrators found the central personnel office very helpful and were glad they had one. In the case of teachers, the majority of districts had the department do the original screening, the dean next and ultimately the chief campus administrator made the final decision. At some campuses this was delegated to the dean of instruction while the chief site administrator had only a courtesy interview before the applicant was offered a contract. In several of the districts the chief administrator of the campus wanted to see the final applicant before the contract was offered. In all districts the administrator of the personnel department served as a staff person and did not make any of the final selections. The majority of districts said they had no trouble hiring teaching personnel and that applicants always greatly outnumbered openings - except in three areas: engineering, computers and some technical areas.

3. *What would you say has been your most effective practice in selecting your faculty?*

The use of personal interviews was indicated to be the most effective practice in selecting faculty. No administrator was willing to hire without such an interview since administrators seek people who show concern for others - and students in particular. One problem that many administrators - both at

BEST COPY AVAILABLE

central office and individual campuses - mentioned was that teachers tend to believe that they had the right to stay on the original campus forever. All employees are district employees subject to assignment anywhere within the district. This must be stressed in the job announcement and during the interview process. Some districts have this in their contracts. All administrators stressed that the hiring of a teacher was very important and care must be exercised throughout the process. A basic recommendation was: "Take time with the hiring process. Do not rush the job."

4. *What would you say has been your most effective practice in the assignment of your faculty?*

A majority of administrators responded that they used the teacher's major subject area in initial placement; if at all possible they prefer to let the teachers teach the classes they wish to teach, and in most districts this is strictly a departmental decision and doesn't even get to the dean of instruction level - except in the case of a grievance being filed.

5. *What provisions does your district or campus have for fringe benefits?*

In all districts the fringe benefits were the same for all campuses. Benefits tended to be similar across the country. Health insurance, sick leave, and pensions were provided by all districts. Some had added life insurance, dental and eye coverage.

6. *To what extent does your district or campus maintain staff personnel records?*

In all districts visited the personnel records were kept at a central personnel office. The central personnel office kept employees' files with all the pertinent information. All personnel files were available to the employee upon request.

7. *Are any efforts made to encourage staff professional growth?*

All districts had policies and procedures to encourage staff development. These included sabbatical leaves, seminars, credit on the salary schedule for taking advanced courses, etc. A period of fifteen days was set aside for staff development in one California district. The Florida districts, overall, had the most money for staff development. In all districts attendance at conferences was considered a part of staff development.

IV. Plant and Facilities

1. *Concerning the selection of a site, how did your district go about evaluating different sites for your most recent campus on such factors as: site, cost, environment, attractiveness, and materials?*

This was a function of the central office in all districts. The board of trustees made the final decision based on recommendations from the chief administrator for the district. However, in the majority of cases a state agency also had to give site approval. In Florida all construction costs are paid by the state, but getting the state to approve additional campuses and/or buildings becomes a very involved process. There is no "carte blanche" given. Site determination depends upon the community to be served, estimation of land and building costs.

2. *Concerning space needs such as student stations, what methods are used in planning the physical plant facilities of the district?*

In the planning of new campuses or buildings, the estimated enrollments and the space requirements for the educational program were the primary considerations. All districts tried to build with growth in mind. One district in central Florida built a campus in increments, with each increment having space for the various academic classes, including labs. Once the buildings were built class scheduling was the popular way to meet increased enrollments. Portables and off-campus sites were also used to provide additional classrooms when needed. All the districts had built their buildings having some of the rooms constructed with flexibility and change in mind, so that changes could be made to meet changing curriculum needs.

Districts with large student enrollments always built some large lecture rooms in order to handle the larger enrollments more economically. Districts by in large involved their faculties in the development and planning of new buildings, not only for good personnel practice, but also for excellent faculty input.

3. *What policies or practices do you feel are most important in providing for the orderly growth and improvement of your plant and facilities?*

Planning for the entire district, planning for each campus was the unanimous recommendation of both district and campus administrators. Several chief central office administrators recommended that an experienced individual be designated to do the planning and work with the architects and building contractors.

None of the districts visited were in the process of building another campus that year, however, one was building a new central office, separate from both of its existing campuses.

4. *Using FTE, what would you recommend for: minimum size, optimum size, maximum size for a community college campus?*

BEST COPY AVAILABLE

	1963-64	1983-84
Minimum	1,000	2,500 - 3,000
Optimum	3,500 - 4,000	3,500 - 5,000
Maximum	3,000 -14,000	7,000 -20,000

As one can see from the figures above, due to increased enrollments, the figures given by both central and campus administrators have increased greatly the past twenty years.

V. Finances

In all of the districts there was unanimous agreement that finances and business affairs should be handled by the central office. The chief executive officer of a large community college in Florida stated the main advantage to a multicampus institution was the "economies of a large scale operation." To get the greatest benefit of the large scale operation, a district can have only one business office. However, many of the campuses had a business assistant that handled the affairs on the campus and reported to both central office and the chief administrator of the campus. This person was usually a classified, non-teaching employee.

1. *How is information gathered for the preparation of your district or campus budget?*

The realities of finance sometimes necessitate that all districts and/or campuses have quotas, or limits to their expenditures. However, the writer is pleased to report that budget preparation takes place on all campuses as well as the central office. Many administrators stated budget preparation starts at the departmental level.

Budgets like instruction and curriculum went through various committees, first on the campuses then through the chief campus administrator to the district. The majority of the districts presented the budgets to their board as one combined district-wide budget.

2. *To what extent are the policies for capital outlay expenditures determined by the district or campus?*

Policymaking was a district function everywhere. In some districts the policies permitted some freedom of choice within a broad framework. It was customary for the campuses to have to document needs for capital expenditures. The central office had to keep in mind the needs of all the campuses and do its best to allocate fairly to all campuses.

3. *How does your campus handle the accounting for your student body association money?*

The answers here varied to such a degree that it is impossible to summarize it. All districts had a procedure for handling student funds, and all included them in their auditing practices. The majority gave the students as much freedom as possible in making the decisions as to how funds were spent for the benefit of the student body members.

4. *How is the district accounting for and inventorying the district's moveable property?*

All districts stated that this was a central office function; the majority had their inventory on accounting machines or computers; however, some used cards. Maintenance records were kept on equipment that needed routine maintenance.

5. *Does the central office do all the purchasing, or can the campuses make their own purchases?*

This was a central office function in all districts. Central purchasing enables the districts to reap the benefit of large purchases. Both at central office and on the campuses the great majority of administrators were positive that central purchasing was the least expensive and best way to handle purchasing. Some campuses had petty cash funds for small emergency type of purchasing.

VI. Community Services

1. *How do you define "community services?"*

The majority of administrators, both at central office and individual campuses, subscribe to the following definition:

> Community services are all things outside of the regular credit college courses that a district or campus presents for the benefit of the citizens of the community it serves.

Today the majority of campuses offered community service classes and events mainly during the evenings and weekends; twenty years ago community services were offered day and evening.

2. *To what extent are the community services determined - by the campus or central office?*

The original study found that at the majority of districts community services was a campus function. During this study it was almost split along multicollege-multicampus lines. Many of the districts operating as a single college with campuses had an individual at the central office in charge of community

services throughout the district. In a few districts the community services were operated as a campus without walls or any geographic restraints. All districts had policies or procedures which enabled the central office to have some control over community services.

3. *Concerning specialized community services, what are your policies and procedures?*

In all districts, cultural and recreational activities were reported to be the most popular. Classes on weight control, "town and gown" drama, and community bands and orchestras were very popular.

All districts encouraged civic groups to use their campuses for conferences, workshops and seminars when facilities were available.

BEST COPY AVAILABLE

Chapter V

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Purpose and the Nature of the Study

The purpose of this study was to ascertain whether the findings and recommendations of the original research of twenty years ago were still valid today. The same questions and procedures were used in the current study as in the 1963-64 Study. The design of the study was to examine the role of both the central office and individual campuses or colleges within multicampus community college districts. It particularly sought information about the nature and the direction of administration of the districts visited as seen through the eyes of the administrators in these districts. More specifically, this study had five additional purposes:

1. To determine the type of organization being used today in multicampus community college districts;

2. To identify major administrative policies and practices - including those in central office and individual campus organization, in the areas of curriculum and instruction, student personnel services, staff personnel, plant and facilities, finance (business affairs) and community services in which multicampus and multicollege community districts differ from each other;

3. To examine and identify the channels of communication at the multicampus districts visited;

4. To examine the methods of involving faculty members in the decision making process; and

5. To identify, if any are found, new trends of managing multicampus community college districts.

The study involved making case studies of fourteen multicampus districts in five different states: California, Colorado, Florida, Oregon and Texas. Almost one-third of all the students in American colleges and universities are in multicampus institutions. There are over 120 four-year colleges and universities operating two or more campuses. This past year there were one hundred community college districts operating three hundred and sixty-one campuses. There are many types of multicampus community college districts, as well as many reasons for becoming a multicampus district. Although the trend toward multicolleges is continuing, it has slowed down considerably. In fact, there

BEST COPY AVAILABLE

are several cases of districts changing from a multicollege to a multicampus: Marin College in California is one example. They changed from a multicollege with a chancellor and two college presidents to a multicampus with a president as chief executive officer for the district and a provost at each campus.

In Texas the Alamo Community College District and the San Jacinto Community College District had changed their organizations from a multicampus to a multicollege. The Dallas County Community District is operating seven colleges, each with its own president; the Chief Executive Officer for the district is R. Jan Lecroy, who has the title of chancellor. Next door at Fort Worth, the Tarrant County Community College District has four campuses and operates as a single institution. Dr. Joe B. Rusing is chancellor and the site administrators for the campuses are titled presidents. In Florida not a single district has gone multicollege. They are all single institutions with the chief executive officer for the district holding the title of president.

THERE REALLY IS NO PERFECT PLAN OR TYPE OF ORGANIZATION. IT IS THE PEOPLE WHO MAKE UP THE ORGANIZATION THAT COUNT; AND IT'S PEOPLE WHO MAKE IT FUNCTION IN THE RIGHT WAY. It is very important to hire administrators who agree with the philosophy of the district.

Twenty years ago the writer found that there were two major conflicting philosophies on the organization and operation of a multicampus district. This is still the case with the proponents of each one thinking his is the the most workable plan for a multicampus district. First, there is the philosophy of operating a multicollege district with maximum autonomy for each individual college within the district. Each college has its own president and its own accreditation. The chief executive officer for the district has the title of chancellor.

Second, there is the philosophy of operating one legal institution with a strong central office and each campus being a part of a single legal institution. The Florida multicampus districts internally are using the term college-wide rather than district. The chief executive officer for the district has the title of president.

It was evident that the majority of the chief campus administrators did not favor the one legal institution philosophy; yet the investigator found more acceptance during this study than twenty years ago, particularly in Florida. Although the Florida multicampus districts visited had strong central offices, several did allow a great deal of autonomy especially in curriculum and instruction. One chief executive officer of a multicampus district in Florida pointed out that the majority of the universities and four-year colleges with multicampuses were operating as a single institution.

BEST COPY AVAILABLE

Faculty members were almost unanimous in their desire to be considered a college rather than a branch of a multicampus institution. Loyalty to their campus is stronger than allegiance to the district. Even among the administrators on the individual campuses there is a strong desire to be an individual college. In Florida, the chief administrator of a large multicampus district stated that if it wasn't for Florida's laws regarding the authority and responsibilities of the president of a community college district, he would prefer to have the district campuses be colleges with their own president. Note: Florida doesn't recognize or allow the title "chancellor" for the chief administrator of a community college district.

Tradition continues to be a prominent factor in the organization of most multicampus districts. The individual campuses are following the trend to become colleges, whereas some central offices view this as a threat. These opposing viewpoints make improvements in mutual understanding and cooperation difficult at best.

During this study, as during the visits of 1964, several chief central office administrators stressed that conformity among the campuses would breed lack of interest and kill initiative. They felt that each campus or college could and should vary somewhat in their offerings and procedures used in instruction and student services. Yet a president of a college within a multicampus district stated that it is necessary to have someone at the central office coordinating education and curriculum at the district level to provide for some element of commonality with respect to general education and graduation requirements. The majority of all the districts visited did have someone at the central office in charge of coordinating instruction, but in most cases it was at the same level as the chief administrator of the campus or college.

Administrators mentioned that many district-wide policies are good ones for the district, for the individual campuses and for employees as well; for example: personnel policies (salary and fringe benefits), budget requirements, purchasing and curriculum controls to save costly and unnecessary duplication of effort.

The chief district administrator of one of the largest community colleges in the nation, Dr. Robert McCabe, believes that the single biggest advantage of multicampus districts is the "economies of scale."

Dr. Kermit C. Morrissey, (formerly President of Community College of Allegheny County, Pennsylvania) in an article in the American Association of Junior and Community College Journal, September 1967 stated:

> "It is significant that most major contemporary American Business and Industrial organizations and several large federal agencies are deeply concerned with the maintenance of positive morale among their staffs <u>in spite of</u> large scale operations. Educational institutions have no greater protection against the corrosive effects of bureaucracy

BEST COPY AVAILABLE

than does business or government. Indeed, there is good reason to believe that a college or university is even more sensitive to the growth of impersonality and specialization, and that organization forms which inhibit faculty participation in policy, for example, are certain to produce a proportional increase in individual alienation."

That statement is still true today.

One of the reasons for some districts moving to a multicollege operation was to encourage and enable greater participation of individual employees in the decision making process. All of the districts made wise use of committees, both on the campuses and district-wide committees, to strengthen communication among all units of the district. It is necessary to involve representatives of all units in analyzing problems, policies and procedures to insure that many minds are brought to bear on the operation of the entire district for the purpose of advising and recommending logical resolutions to the matters under consideration. District-wide committees do not eliminate or supplement campus committees. There is a wide spread belief that district-wide committees help insure district-wide involvement in those areas of mutual interest.

All businesses, governments, community college districts, four-year colleges and universities have problems, some less, some more than average. The writer found that many community college districts were striving to solve problems; I have taken those mentioned most often and listed them here with comments.

ACCREDITATION

Accreditation has become an issue with many institutions. The investigator found that the majority of multicollege districts had a separate accreditation for each of its colleges, whereas the multicampus districts operating as a single legal institution with campuses were accredited as a single institution.

However, Dr. Milton Jones found in his study a trend towards the Accrediting Associations claiming that branches or campuses of multicampus district must be accredited as independent units. He found that one Accrediting Association defined the situation as follows:

> "If an institution indicated that it is operating an off campus center enrolling a thousand or more students, which has a core of full-time faculty, a resident director, and offers a program through which a student may complete all requirements for a degree either awarded at the location or by the parent institution, such a center will be considered operationally separate and the

BEST COPY AVAILABLE

executive board will authorize an examination for accreditation as a separate institution."

One could surmise that this is an additional pressure to encourage the trend toward the multicollege operation.

CATALOG

Many districts are considering separate catalogs or one district-wide catalog. In one district, several administrators claimed that a single catalog for the district was not satisfactory. Yet in another district administrators claimed it was their salvation and worked beautifully. In Florida and Oregon all the multi-campus districts had a single catalog. Portland Community College had a unique catalog in that it was in a loose leaf notebook with separate sections. This had the advantage that students could get just the sections they needed, and it was easy to make changes. Section I contained information on admissions, calendar and other general information; Section II through IX were on families of educational programs, and Section X was the student handbook.

COMPETITION

In all the districts the investigator found signs of competition between the campuses or colleges within a multicampus district. The competition revolved around such issues as who gets what, which campus will get the new educational program, resources, equipment, etc., even who gets the most publicity. Equity for campuses does not mean that each campus will receive equal amounts of money, personnel, equipment, and/or supplies. District decisions must be made keeping all campuses in mind; districts cannot favor one campus over the other. At San Bernardino Valley College its newest and best technical-vocational programs were given to the sister campus in order to help it become comprehensive and to increase enrollment.

ENROLLMENT

1. *Should a multicampus district have attendance boundaries or areas?*

It was unanimous that students who lived within the district should have the right to attend any campus they wish.

2. *Should students be allowed to take courses at more than one campus?*

Again, all of the administrators and faculty questioned on this felt that the advantages outweighed the disadvantages and that students should not only be allowed to take courses on two or more campuses, they should be encouraged to do so.

BEST COPY AVAILABLE

It was further suggested that students should be able to enroll on any campus for any campus.

Note: Since all districts visited had one central computer, this is possilbe. Florida districts were ahead in this respect. Miani-Dade had developed an excellent registration and reporting system that enabled students to register almost year around, on any campus for any campus.

FACULTY IDENTIFICATION

From coast to coast, faculty prefer to belong to a college or a campus. But we live in a real world and that isn't always possible. Districts are the legal entity and faculty, administrators and supporting staff are all district employees and may be assigned to any of the campuses or even the central office. This should be spelled out in the job announcement and in the contract to avoid conflict. Two districts had even transferred the chief campus officer from one campus to another.

HIRING OF PERSONNEL

The central office should only serve a staff relationship, one of coordination. Naturally all personnel are district employees and the district must have and maintain the permanent records on all employees.

It is recommended that each campus should be allowed to hire its own personnel, within the guidelines set up by the district.

RELATIONSHIPS WITH STATE AND NATIONAL ORGANIZATIONS

Usually most of the memberships with state and national organizations are district. However, membership in discipline organizations such as English, math, engineering, etc., are sometimes by campus. This also entitles them to receive the monthly publication.

Some of the national and state organizations are pushing for individual college/campus memberships even though they are part of a multicampus district. We previously reported that some accrediting associations want to accredit each campus separately.

INNOVATIONS

Experimentation on the individual campuses should be encouraged and supported. This will not only help staff morale but even more important help to keep the institution up-to-date.

We recommend that each campus or college within a multicampus district be allocated a sum of money for innovations. Some districts even reward employees for new and profitable ideas.

IDENTITY

Care must be exercised so that the central office does not over-

shadow the individual campuses, or confusion and even lack of identification with a local college by local residents could occur. All campuses should receive, if possible, equal publicity. Tables of organization which once served quite satisfactorily are now a cause of concern to old and new faculty members, particularly in multicollege situations.

COMMUNICATION

Faculty, citizens and even students are becoming more vocal, more demanding of having a part in the policy making, and some are questioning the relevance of curriculum. These are just a few of the pressure being created and placed on administrators of community colleges today. They are compounded by the difficulty of communicating clearly. Yet, America has the greatest collection of mechanical, audio and visual systems of all communication in the world. This is one of our problems, we are constantly being bombarded by communications.

After adequate funding, communication is the greatest single problem that plagues multicampus institutions. Communication is also the weakest aspect of staff working relationships within multicollege or multicampus district organizations. This is particularly true of the channels between central office and the lower positions on the individual campuses. It isn't enough to say that this same problem plagues all large institutuions and probably most of the small ones too. The question is what can we do about poor communication?

Primarily, there must be a spirit of wanting to communicate, of wanting to let everyone know what is going on in the organization. Although there are many things that should be communicated we are recommending the following eight items that should be communicated to the faculty, students and citizens of the district: 1) the overall philosophy, the long-range plans and the major decisions of the Board of Trustees; 2) the catalog and all major publications; 3) the administrative regulations; 4) major accomplishments, specific decisions and special events of individual campuses, departments and faculty members; 5) state and national trends that may affect the campuses; 6) community movements and reactions that impinge upon the institution (this included regional business and industrial developments); 7) opinions and reactions of students; and 8) last - but definitely not the least - the deliberations and decisions of overall faculty body whether it be a senate or a faculty council.

NOTE: Many of the districts have a district-wide senate and senates on each campus. Others have senates only on each campus, and an executive committee made up from members of the various campus senates who meet with the chief administrator of the district.

The answers to these problems or challenges in multicampus districts

BEST COPY AVAILABLE

depend on whether we have the vision to see the scope of our responsibilities, the wisdom to understand them, and the creativeness to devise programs that will be significant to a diverse and ever-increasing number of people and the administrative skill to implement them.

Twenty years ago my mentor,Dr. B. Lamar Johnson, then director of the Junior College Leadership Program and Professor of Higher Education at UCLA, suggested three principles that should govern a multicampus district. We believe that they are still relevant today.

1. Efficiency - avoid needless and costly duplication.
2. Consistency of policy and practice.
3. Initiative (freedom) on individual campuses.

PROBLEM OF ROLES

The role of the Board of Trustees, the Chancellor and the campus President and their relationship to each other must be well defined. In all states, the chief executive officer of the district is hired to administer the district under the general framework which has been set by the Board.

Dr. William J. Moore, superintendent/president of South County Community College District, states:

> "...the key points are specialization of function and delegation of responsibility in district and college administrative functions. By this I mean that it is fundamentally necessary to distinguish between the functions, i.e., roles, of Superintendent and President so that the Superintendent does not feel the need to do many of the same jobs as the Presidents do and vice versa. For instance I think the Superintendent's position needs to be primarily devoted to the responsibilities of: 1) coordinating and managing the business of the board; 2) overseeing the financial affairs of the district; 3) liaison and coordinator between the several colleges, their programs, development and change. While the superintendent must work closely with the presidents in these functions, they are basically his job and not basically the job of campus presidents. I think the president's position should be primarily devoted to: 1) coordination and management of the college's educational program; 2) administration of certificated personnel affairs; 3) liaison and coordinator between the multiple constituencies which make up the college. Naturally the president needs to consult with the superintendent and keep him informed in these matters and in the final analysis, live with the superintendent's wishes in them. But these jobs are necessarily the

BEST COPY AVAILABLE

primary responsibility of the president. If not, then there is no substantive, functional distinction between the superintendent and president. Moreover, if the superintendent does not permit such a delineation of functions he cannot do well the things that only he is in a position to do and at the same time forces the president into the untenable role of being nothing more than an administrator and expediter of district decisions. What is needed is a separation of function which gives the superintendent an opportunity to be a leader and developer at the board and statewide levels while permitting the president to be a leader and developer at the campus level. Both, of course, have plenty of routine, administrative chores. But both must have "territories" within which they have responsibility which is not constantly intruded upon by the other."

Chief Executive Officer of the District
(Chancellor, Superintendent or President)

The majority of the chief executives of the district felt that they were too far removed from the faculties on the campuses and from the students. A district president in Florida made it a practice to visit each of the campuses weekly and to hold sessions with faculty and to have lunch monthly with groups of students. This was one of his methods of keeping in touch.

Faculty members must have the "freedom to teach" and administrators "freedom to administer." Each is specially trained and selected for their particular assignment. Teachers and administrators need to recognize the responsibilities and competencies of each other.

A major factor in the success or failure of changing patterns in a community college district organization will be determined by the caliber of leadership exhibited by teachers, administrators, and governing boards. None can afford to be led by "dissidents" and "troublemakers." The public image of each group will be measured by the caliber of its spokesman.

RECOMMENDATIONS

This study, in the opinion of the investigator, verified that the recommendations of the original study made twenty years ago still stand. They were adopted and used by many multicampus community college districts. Dr. Milton Jones' study in 1965-66 and the Kintzer, Jensen and Hansen study of 1969 also came to the conclusion that they were relevant and good guidelines for districts to follow. However, there is no intent applied or implication that all multicampus districts should have the same philosophy or even the same plan of organization. In fact, it is believed that districts should not have the sameness of organization--for experimentation if good.

BEST COPY AVAILABLE

In view of the findings of this study, the following recommendations appear to be justified.

1. That each campus be allowed as great a degree of autonomy as the district can legally provide.

This is the major recommendation of this study - as it was twenty years ago. Under this plan, the decision making process is placed close to the people who have on hand the facts on the basis on which these decisions can be made. These same people are responsible for carrying out the decisions.

2. That the central office be located completely off any and all campuses, and that, if possible, it be located centrally within the district.

District personnel did not appreciate having the central office on one of the campuses. None of the administrators on whose campus the central office was located actually approved of the arrangement, and administrators on other campuses claimed that the central office campus was given preferred treatment. All of the chief district administrators believed the location of the central office to be a matter requiring a judicious decision. All of them stated that, ideally, it should be off of all campuses and, if possible, located in some central location in the district.

In those districts where the central office was separate, it was usually located in the center of the county government and business area. One district in Florida was building a beautiful downtown center in connection with a university and the new $30 million county library. Los Angeles Community College District operates ten community colleges and has always had its central office apart from any campus. Their beautiful central office complex is ideally located just off a freeway junction and near to the downtown business and government complex.

3. That no one at the central office other than the chief administrator for the district be at a level higher than the chief campus administrator.

This is still an important recommendation, however, it is being followed less often, particularly in the multicampus districts operating a single institution. They usually have an executive vice president that is at a level higher than the chief campus administrator. In two of the districts this was working very well, as the people holding the positions were exceptional and loved and respected by everyone with whom I talked. In large districts such as Los Angeles and Chicago, this is the rule rather than the exception. This decision really depends on what the chief district administrator believes is his or her role and the manner in which he is most comfortable in working.

BEST COPY AVAILABLE

If there is a vice chancellor over the college presidents, this individual must be strong enough and confident enough to allow and encourage contact between the chancellor and the college presidents. We believe that the president of each college must be in direct contact with the chancellor (CEO) of the system; no one should intervene between chief site administrators and the chief officer of the district. If this happens, either the chancellor of the district or the chief site administrator - or both - will suffer.

4. That the central office keep its staff to a minimum, and that administrators hired to assist in coordination of the various functions of the central office be at a level no higher than the chief campus administrator.

The majority of multicampus districts have someone at central office coordinating or in charge of business affairs, personnel, district plant and facilities, and the heart of the entire system-instruction and curriculum. Many are running all community services from the central office.

The success or failure of changing patterns in community organization will be determined in the end by the caliber of leadership exhibited by teachers, administrators, and governing boards. None can be led by dissidents and trouble makers. The public image of each group will be determined by its spokesman.

There is a great need for statesmanship of the highest order as community colleges evolve new patterns of operation. True leadership is in persuading people to follow you. Every administrator faces a great challenge, if he is not to become just a glorified office manager or even just a mediator between the board and the faculty. He or she must be a professional leader, worthy of receiving support.

It would be very helpful to any multicampus district if it could be united in its purpose, principles, planning and in admission and instructional standards.

Multicampus districts are here to stay and they will survive because the people and the country need them. Community colleges are truly the people's college. Districts do have problems, but they are also solving them as they arise; the problems should be treated as challenges.

In most of the states, state control will increase, and in the highly populated states community college districts will tend to become county-wide, or even larger, such as regional districts covering several counties. It will be fascinating to watch the growth in multicampus community college districts during the next twenty years.

BEST COPY AVAILABLE

ERIC Clearinghouse for Junior Colleges
JUN 7 1985